

MEMORANDUM

SEPTEMBER 16, 1992

(SEE ALSO ATTACHED BOOK)

TO: BOSTON REDEVELOPMENT AUTHORITY AND
PAUL BARRETT, DIRECTOR

FROM: GERRY KAVANAUGH, ASSISTANT DIRECTOR FOR
INSTITUTIONAL PLANNING AND DEVELOPMENT
MICHAEL HUNTER, DEPUTY DIRECTOR FOR
INSTITUTIONAL PLANNING AND DEVELOPMENT
RICHARD MULLIGAN, PROJECT COORDINATOR
INSTITUTIONAL PLANNING AND DEVELOPMENT

SUBJECT: PUBLIC HEARING CONCERNING BETH ISRAEL HOSPITAL MASTER
PLAN AND RELATED ZONING TEXT AND MAP AMENDMENTS

SUMMARY: This memorandum requests that the Authority: (1) approve Zoning Text and Map Amendments establishing the Beth Israel Hospital Institutional District; (2) approve the Development Impact Project Plan (DIPP) submitted by Beth Israel Hospital in connection with the Proposed Clinical Center Project; 3) authorize the director to enter into a Development Impact Project Agreement; (4) authorize the Director to enter into a Cooperation Agreement with Beth Israel Hospital; (5) authorize the Director to issue an Adequacy Determination upon completion of the Authority's Article 31 Process; and (6) approve the Beth Israel Institutional Master Plan.

INTRODUCTION

The Beth Israel Hospital Association requests approval of a Development Impact Project Plan (DIPP) and a Development Impact Project Agreement ("Agreement") for the proposed construction of the Clinical Center Phase 1 on the site of the Massachusetts College of Art building located at the northeast corner of Brookline and Longwood Avenues in the Longwood Medical Area. The Hospital requests the approval of a Master Plan and Zoning text and map amendments reflecting the Master Plan. The Clinical Center Phase 1 is the first project under the hospital's proposed Master Plan.

The Beth Israel Hospital Association is a voluntary, non-profit sectarian, short term, acute care hospital located at 330 Brookline Avenue between the Fenway and Longwood Avenue, owns 8.94 acres at the north end of the Longwood Medical Area (LMA). All abutting properties are owned by other institutions except that Beth Israel received provisional designation in November, 1990 as the developer of the Massachusetts College of Art/Longwood property. The property is bordered at the north and east by Emmanuel College, at the east by the Judge Baker Guidance Center, at the south by the

Longwood North parking garage and, beyond the MCA/Longwood site, by Longwood Avenue, and at the west by Brookline Avenue. It provides state-of-the-art medical care and is one of the leading centers of medical research in the country. Beth Israel Hospital was highlighted in the recently published book, The Service Edge, as one of three health care institutions out of 101 companies in the United States "that profit from excellence in customer service." Beth Israel employs approximately 5,000 people, 41% of whom are residents of the City of Boston. In addition to employment opportunities, the Hospital generates over \$260 million annually into the Boston economy.

MASTER PLAN

The Institutional Master Plan of Beth Israel Hospital has been prepared to project and describe anticipated development over the next eight year period to the year 2000. The projects included in this plan encompass:

- 1) A Clinical Center project of 495,000 square feet on the Mass. College of Art site to provide ambulatory care services to patients. The Project is anticipated to be built in two phases. The first phase, which is expected to begin construction in November 1992, will contain about 325,000 square feet at a height of 168'- 5"; the second phase to be built as a vertical addition will contain approximately 170,000 square feet making the total height 292'- 5". The first phase uses will include retail, Rehabilitation and a Fitness Center, the Joint Center for Radiation Therapy, Ambulatory Care Clinics and Ambulatory Surgery. A proposed 930 space garage is proposed to provide parking for the Beth Israel campus.
- 2) A Southeast Building expansion of 300,000 square feet to be programmed to serve a combination of clinical needs for the Hospital as well as important support services. The eight story building will house an additional 48 beds authorized by an approved determination of Need issued by the Massachusetts Department of Public Health. It is also expected to provide additional loading and storage, an expanded kitchen and cafeteria and space for the Hospital's Support Service Department.

Alternatively, the Southeast Building could be used to meet the need for additional research space. Under this scenario, the building would still serve some clinical and service needs but at a significantly reduced level with the balance of space dedicated to research use.

The building will be constructed in two phases. The first phase, scheduled to start in the spring of 1995, will comprise about 120,000 square feet.

Zoning text and map amendments are proposed in order to create new zoning controls for the area encompassing the campus of Beth Israel Hospital and the Massachusetts College of Art site. The goal of the proposed zoning is to permit institutional growth in

a manner compatible with the surrounding area, as reflected in the Master Plan. The proposed zoning follows closely the institutional master planning provisions recently adopted by the Authority and the Zoning Commission in connection with the Allston-Brighton Neighborhood District.

PHASE 1 CLINICAL CENTER

ARTICLE 31 DEVELOPMENT REVIEW

In compliance with the Development Review Requirements set forth in Article 31 of the Boston Zoning Code, Beth Israel Hospital submitted to the BRA a Project Notification Form (PNF) on October 24, 1991 and a Draft Project Impact Report (DPIR) on the Phase 1 Clinical Center Project on March 20, 1992. A Final Project Impact Report is in preparation, based on the comments made in the BRA's Preliminary Adequacy Determination issued on July 21, 1992.

ENVIRONMENTAL REVIEW PROCESS

On October 11, 1991, Beth Israel Hospital submitted an Environmental Notification Form (ENF) to the Massachusetts Environmental Protection Agency (MEPA). Prior to the submission of the ENF, this project had been subject to considerable review during the Department of Capital Planning and Operation's (DCPO) land disposition process for the Massachusetts College of Art (MCA), extensive discussion and review by the City of Boston, the BRA, the Massachusetts Historical Commission (MHC), and the community. The ENF filed for the project reflects the high level of project development. On November 25, 1991 it was determined by the Executive Office of Environmental Affairs that the project did not require an Environmental Impact Report (EIR).

BOSTON CIVIC DESIGN COMMISSION REVIEW

The Phase 1 Clinical Center Project was initially presented for review to the Subcommittee on Design of the Boston Civic Design Commission (BCDC), on February 4, 1992. At the March 3, 1992 meeting of the full BCDC, the commission voted to recommend approval of the schematic design of the Proposed Project.

COMMUNITY REVIEW

The Master Plan and the Phase 1 Clinical Center Project have been thoroughly reviewed by the Mission Hill PZAC and the Fenway advisory committee over the course of the past 12 months. Major concerns arose regarding the size of the proposed parking garage and the public benefits to be provided by the Master Plan and its project. Of particular concern is the employment and job training elements. The community will continue to work with the hospitals to make certain that all community benefits, and specifically the efforts regarding employment and training, are realized. The community continued to be

opposed to a garage comprised of 930 spaces.

PUBLIC BENEFITS PLAN

The Hospital has committed to numerous public benefits associated with both the Master Plan and Phase 1 Clinical Center. The Clinical Center Phase I Project is a "Development Impact Project" under Section 26A-3 of Article 26A and Section 26B of the Boston Zoning Code, and therefore subject to housing and jobs linkage obligations. Approximately \$1,123,245 in housing linkage funds and \$224,649 in jobs linkage funds will be generated by the project.

The Proposed Phase 1 Clinical Project will generate a substantial number of construction and permanent employment opportunities for Boston residents. It is estimated that during the proposed project construction period, 300 construction jobs will be generated. A Boston Resident Construction Employment Plan as promulgated by the Boston Jobs Policy Act will be executed by and between Beth Israel and the Boston Employment Commission and as such will govern hiring practices for construction jobs.

It is expected that the Clinical Center Phase I will generate up to 450 permanent jobs and that Beth Israel's completion of the projects described in its Master Plan will generate up to 900 permanent jobs. Beth Israel will enter into a Cooperation Agreement between the City of Boston, acting by and through the Economic Development and Industrial Corporation (EDIC) and the Mayor's Office of Jobs and Community Services (OJCS), which will govern recruitment and hiring for designated categories of permanent employment positions.

In addition to the public benefits mentioned above, the Hospital has reached an agreement with the Mission Hill and Fenway communities on a comprehensive set of public benefits which are reflected in the Cooperation Agreement. A brief summary of these benefits is as follows:

- 1) Linkage - Commitment to a single 100,000 square foot exemption regarding housing and jobs linkage for all projects within the Master Plan.
 - Agree to make a \$1.1 million Housing Contribution for The Clinical Center Phase 1 and work with the community to develop a Housing Creation proposal for use of linkage funds to support neighborhood initiatives in the adjoining residential communities.
 - Agree to make a \$225,000 Jobs Creation Contribution for The Clinical Center Phase 1 and work with the adjacent communities to develop a Jobs Creation Proposal for use of linkage funds.
 - Agree to make a \$2.2 million contribution to the Fenway and Mission Hill Community Trust.

- 2) Community Health Centers - Beth Israel has extensive relationships, including provision of staff and admitting privileges with Dimock Community Health Center in Roxbury, Fenway Community Health Center, Roxbury Comprehensive Community Health Center, East Boston Neighborhood Health Center and South Cove Community Health Center. In response to Mayor Flynn's concerns about inner city infant mortality, Beth Israel has committed \$500,000 annually to fund personnel and programs. Beth Israel has agreed that its future levels of financial and staff support will be no less than 1992 levels.
- 3) Job Training and Employment - Beth Israel has agreed to work in partnership with the Mission Hill and Fenway communities on a series of initiatives which are intended to increase the employment of neighborhood residents at the hospital, including the following:
 - develop a linkage Job Creation proposal which will include creation of neighborhood employment and training facilities in each neighborhood, as well as staffing which will link Beth Israel job outreach, training and placement to the Mission Hill and Fenway.
 - designation of a staff person to coordinate the hospitals job counselling, training and recruitment programs.
 - notice job availability on a regular basis at locations and in publications to be agreed upon by the community, and to conduct regular job fairs.
 - work with the neighborhoods and schools to recruit youth and students to employment opportunities.
- 4) Neighborhood Residency - Beth Israel will work with local community groups on housing initiatives to support and stabilize the existing housing stock in Mission Hill and the Fenway. Specifically, efforts include:
 - development of incentives to encourage Beth Israel employees to seek housing in the Mission Hill neighborhoods.
 - provision of information to its employees which promotes residency in these neighborhoods.

In addition the hospital will prepare Housing Creation proposals which will support the stabilization of the hospital in adjacent neighborhoods.

- 5) Purchasing and Contracting - Beth Israel will develop a purchasing and contracting program with local small businesses, including designation of an individual to coordinate programs and to identify and maintain a listing of local businesses and the products and services they offer. Beth Israel's purchasing department will incorporate this list into its purchasing program. Local suppliers will routinely be included in all relevant mailings on items that will be put out for bid or for negotiation.

- 6) Retail Space - The hospital has agreed that retail space at the Hospital will not compete with existing neighborhood retail space in Brigham Circle and along Tremont and Boylston Streets.

PAYMENT-IN-LIEU-OF-TAXES

Beth Israel Hospital will enter into a Payment-In-Lieu-Of-Taxes (PILOT) Agreement with the City of Boston. Negotiations are now underway, and a minimum of \$150,000 payment has been agreed to.

TRANSPORTATION ACCESS PLAN AGREEMENT

The Master Plan and its first project, the Phase 1 Clinical Center, have undergone an extensive review with the Boston Transportation Department. A Transportation Access Plan Agreement has been prepared. Prior to the issuance of a building permit for the construction of the Clinical Center, Beth Israel will execute a Transportation Access Plan Agreement satisfactory to the Commissioner of BTD.

The Agreement reflects lengthy discussion with the adjacent communities. It sets forth goals for transit and van/carpool usage, and the maintenance of vehicular capacity and pedestrian safety on area streets such as Longwood Avenue and the Sears rotary. It establishes a comprehensive parking policy for the campus. It requires the hospital's annual monitoring of the achievement of these goals and objectives. The mitigation program to achieve these goals include the following commitments from the hospital:

Transit

- The hospital will increase its subsidy 35% of the employee cost of transit pass purchases to 35%.
- The hospital will replace the existing bus stop on Brookline Avenue with a new stop whose location and design will facilitate bus loading and minimize traffic impacts.

Ridesharing

- The hospital will expand its promotion of and incentives for ridesharing.

Traffic Circulation

- The hospital will widen Binney Street to accommodate traffic to and from the Clinical Center Garage and will install a traffic signal at the Binney St./Longwood Avenue intersection.
- The hospital will widen Longwood Avenue from Binney Street to Brookline Avenue.
- The hospital will encourage the use of its service road from Brookline Avenue to Binney Street for public access to the Clinical Center garage.

Area Transportation Plan

- The hospital will contribute \$25,000 to the City's development of an area transportation plan.

CONCLUSION

BRA staff recommends that the Authority: (1) approve Zoning Text and Map Amendments establishing the Beth Israel Hospital Institutional District; (2) approve the Beth Israel Hospital Institutional Master Plan; (3) authorize the Director to enter into a Master Plan Cooperation Agreement with Beth Israel Hospital and any agreements required by the Master Plan Cooperation Agreement; (4) approve the Development Impact Project Plan ("DIP Plan") submitted by Beth Israel Hospital in connection with the proposed Clinical Center Project ("The Clinical Center Phase I"); (5) authorize the Director to enter into a Development Impact Project Agreement ("DIP Agreement") with Beth Israel Hospital in connection with The Clinical Center Phase I; and (6) authorize the Director to issue an Adequacy Determination for The Clinical Center Phase I upon completion of the Authority's Article 31 process.

Appropriate votes follow:

VOTED: That the Boston Redevelopment Authority authorizes the Director to petition the Zoning Commission to adopt Article ____ and a related map amendment establishing the Beth Israel Hospital Institutional District in substantial accord with the amendments submitted to the Authority at its hearing on September 16, 1992, and further

VOTED: That the Boston Redevelopment Authority approves the Beth Israel Hospital Institutional Master Plan as submitted to the Authority at its hearing on September 16, 1992; and further

VOTED: That the Boston Redevelopment Authority authorizes the Director to petition the Zoning Commission to approve the Beth Israel Hospital Institutional Master Plan submitted to the Authority at its hearing on September 16, 1992 and to adopt a zoning map amendment establishing the Beth Israel Hospital Institutional Master Plan Area in substantial accord with the map amendment submitted to the Authority at its hearing on September 16, 1992.

VOTED: That with respect to the Master Plan Cooperation Agreement presented to the Authority at its hearing on September 16, 1992 (the "Master Plan Cooperation Agreement"), the Boston Redevelopment Authority:

1. approves the proposed form of the Master Plan Cooperation Agreement in substantially the form presented to the Authority at the

Authority's hearing on September 16, 1992; and

2. authorizes the Director to execute and deliver, in the name and on behalf of the Authority, the Master Plan Cooperation Agreement, with such changes as the Director, in his discretion, shall determine to be appropriate and in the best interests of the Authority; and
3. authorizes the Director to execute and deliver, in the name and on behalf of the Authority, all other agreements and documents required by or incidental to the Master Plan Cooperation Agreement, such agreements and documents to include such terms and conditions as the Director deems appropriate and in the best interests of the Authority; and further

VOTED: That with respect to the proposed project known as The Clinical Center Phase I (the "Proposed Project") presented to the Boston Redevelopment Authority at its public hearing on September 16, 1992 by the Beth Israel Hospital Association, 330 Brookline Avenue, Boston, MA ("Beth Israel Hospital"), the Boston Redevelopment Authority hereby issues the following findings, approvals, and authorizations:

1. With respect to the requirements of Articles 26A and 26B (Development Impact Projects) of the Boston Zoning Code, as amended:
 - a) the Boston Redevelopment Authority, after due consideration of the evidence presented at the Authority's public hearing on September 16, 1992, finds that the Development Impact Project Plan presented at said hearing (the "DIP Plan") (i) conforms to the general plan for the City of Boston as a whole; (ii) contains nothing that will be injurious to the neighborhood or otherwise detrimental to the public welfare; and (iii) does adequately and sufficiently satisfy all other requirements of Articles 26A and 26B for a Development Impact Project Plan; and further
 - b) the Boston Redevelopment Authority approves the DIP Plan presented at the Authority's September 16, 1992 hearing. Said DIP Plan is embodied in a written document entitled "Development Impact Project Plan for the Beth Israel Hospital, The Clinical Center" dated September 16, 1992 and in a series of schematic drawings listed in Exhibit B of said document; and further

- c) the Boston Redevelopment Authority authorizes the Director, in the name and on behalf of the Authority:
 - (i) to execute (1) a Development Impact Project Agreement substantially in the form presented at the Authority's September 16, 1992 public hearing (the "DIP Agreement"), and (2) any other agreements with Beth Israel Hospital required by or incidental to the DIP Agreement; and
 - (ii) to certify (1) that plans submitted to the Inspectional Services Commission in connection with the Proposed Project are in conformity with the DIP Plan; and (2) that Beth Israel Hospital has entered into a DIP Agreement with the Authority that meets all of the requirements of Articles 26A and 26B of the Boston Zoning Code, as amended; and further
- 2. With respect to Development Review of the Proposed Project under Article 31 of the Boston Zoning Code, as amended, the Boston Redevelopment Authority authorizes the Director to issue an Adequacy Determination upon completion of the Authority's Article 31 process, provided that the final design review approval shall not be granted prior to the execution of a Transportation Access Plan Agreement for the Beth Israel Hospital Master Plan (the "Master Plan TAP Agreement"), and provided further that Beth Israel Hospital shall enter into a Boston Residents Construction Employment Plan, a Memorandum of Understanding, a First Source Agreement, and other necessary agreements with the Mayor's Office of Jobs and Community Services with respect to the Proposed Project; and further
- 3. The Boston Redevelopment Authority authorizes the Director to certify, in the name and on behalf of the Authority, that the plans submitted to the Inspectional Services Department in connection with the Proposed Project are consistent with the description of such Proposed Project in the Beth Israel Hospital Institutional Master Plan at such time as the Director, at his discretion, determines that such plans are consistent with said description; and further

VOTED: That any agreements or other documents executed by the Director on behalf of the Boston Redevelopment Authority pursuant to the authorizations granted by the Authority according to the foregoing votes shall include such terms and conditions as the Director deems appropriate

and in the best interests of the Authority, and the Director's execution and delivery of such agreements and other documents shall be conclusive evidence of the Director's determination and of the authorization granted to him hereunder. All agreements, plans, and other documents approved by the Boston Redevelopment Authority, or executed by its Director pursuant to such votes, shall be on file in the office of the Boston Redevelopment Authority.